

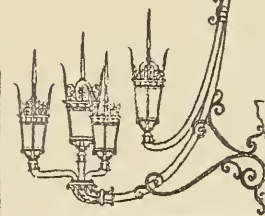
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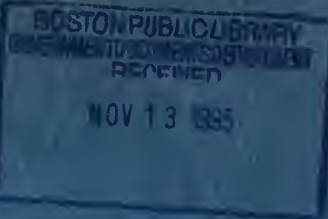


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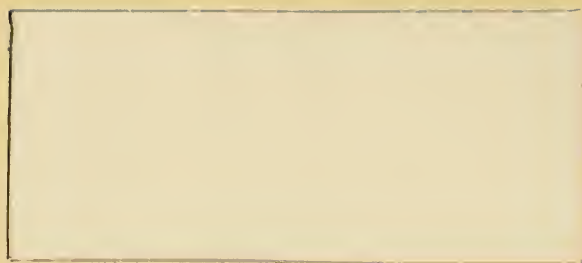
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DRAFT REPORT  
ANALYSIS AND EVALUATION REPORT  
PARKER HILL-FENWAY GNRP

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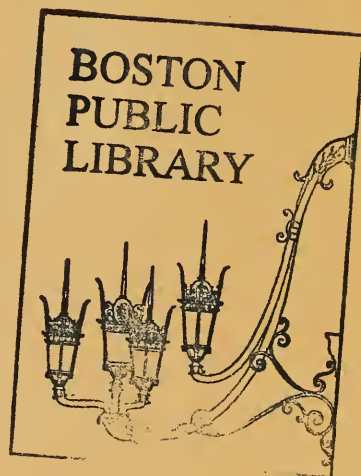
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DRAFT REPORT  
ANALYSIS AND EVALUATION REPORT  
PARKER HILL-FENWAY GNRP  
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Prepared For  
Boston Redevelopment Authority

June 7, 1963

Larry Smith & Company  
420 Lexington Avenue  
New York 17, New York







# LARRY SMITH & COMPANY



REAL ESTATE CONSULTANTS

575 LEXINGTON AVENUE, NEW YORK 22, NEW YORK • PHONE: PLAZA 2-5740

June 10, 1963

Mr. Edward J. Logue  
Development Administrator  
Boston Redevelopment Authority  
City Hall Annex  
Boston 8, Massachusetts.

Dear Mr. Logue:

Attached herewith is our Analysis and Evaluation of the Parker Hill-Fenway GNRP Development Plan.

This report is being submitted in draft form for review by the staff of the Boston Redevelopment Authority in accordance with the contract entered into by the Boston Redevelopment Authority and the undersigned.

Very truly yours,

LARRY SMITH & COMPANY

C. Everett Steichen



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## INTRODUCTION

This report has been prepared for the Boston Redevelopment Authority to provide evaluations of land uses in the Parker Hill-Fenway GNRP as proposed under the preliminary development plan.

Specifically instructions regarding the preparation of this report are as follows:

- a.) An analysis of economic activities and functions and/or enterprises as they may be found or exist within the general neighborhood renewal area.
  - 1. This shall include an analysis of industrial and commercial activities by each and/or appropriate SIC groupings as may be determined by the consultant. This analysis is to be in terms of indices appropriate to properly depict the growth and development of such activities as may be identified from the analysis.
- b.) On the basis of preliminary determinations of proposed land use, proposed transportation, proposed public improvements and proposed urban renewal actions, the consultant shall provide:
  - 1. Conclusions, recommendations and evaluations of the proposed land uses in terms of appropriateness and feasibility for maintaining and/or developing land and physical facilities for the contemplated uses.
  - 2. An evaluation and estimate of the impact of maintaining or developing such contemplated uses within the GNRP and on adjoining areas and the overall Boston development program as contemplated to the time of the consultant's evaluation and the affect of such impact, if any, on the future economic potential in the city of Boston.
  - 3. An evaluation and estimate of the market absorption capacity for cleared land to be made available for proposed land uses.



4. An evaluation of the general types of urban renewal treatment proposed to alleviate problems or deficiencies of condition and suitability of existing or proposed physical plant.
5. An estimate of the range of future impact on the real estate tax base of the city of Boston which will be created through contemplated urban renewal activities within the Parker Hill-Fenway GNRP for proposed land uses.
6. Evaluation and conclusions of the land and floor space allocations of the functions, activities, and enterprises proposed within the Parker Hill-Fenway GNRP including evaluations of existing space in good condition and likely to remain by type of use, new space capable of being developed by type of use, and estimates of rent levels in all such floor space compared with estimates of rent paying propensity of prospective users of such space.
7. Estimates and conclusions with regard to the degree to which the above findings may be influenced by variations in policies and practices with regard to proposed development standards, land disposition conditions and timing of space availability and offerings.
8. Reaction to at least three proposals or problems for the Parker Hill-Fenway GNRP including an analysis of construction costs, financing practices and terms, local, state and federal government tax requirements, income and expenditure prospects, earning capacity and other special characteristics. The three problem areas have been identified by the Boston Redevelopment Authority as:
  - (a) The future of Kenmore Square and particularly Automobile Row.
  - (b) The future use of Fenway Park and/or the land under it.





- (c) The future use of the Sears Building and the possibility of retaining Sears as one of the Parker Hill-Fenway GNRP's businesses.

9. General conclusions and recommendations with respect to overall problems likely to arise in the execution of the plans and programs of the authority, including but not limited to relocation of existing business establishments, financing special problems of development and the like.

The basic approach used in the analysis and the organization of the report is as follows:

Section I describes the GNRP in general terms including an analysis of the characteristics of the area's population.

Section II provides a critical evaluation of the proposed preliminary development plan. An analysis is made of economic activities as they currently exist and, an evaluation is made of proposed land uses in terms of the impact of maintaining or developing such contemplated uses. Additionally, the general types of urban renewal treatment proposed are evaluated and an estimate is made of their impact to the real estate tax base and the employment base in the area.

Section III provides an analysis of the three special problem areas within the GNRP.

Section IV discusses the general market factors for various economic activities to provide an indication of the growth and development of such functions as a basis for estimating the market absorption capacity for cleared land which might be made available in the GNRP through the urban renewal process.

Recommendations which evolve from this analysis are aimed at providing guide lines to be acted upon at the project level.

#### Assumptions

In any report of this nature certain assumptions and qualifications must be made at given points in the analysis. These are discussed in the appropriate point in the text.



However, it has also been necessary to establish the following basic assumptions and qualifications which underly the entire report:

1. There will be no general economic decline such as a major depression in Boston or the United States in general during the time required for the realization of the proposed development plan.
2. The population of the GNRP will increase at least to the extent estimated by the Boston Redevelopment Authority by 1975.
3. The general neighborhood renewal area as currently designated will not change significantly in size or shape.



## SUMMARY OF FINDINGS AND RECOMMENDATIONS

This is a brief summary of the principal findings and recommendations with regard to the analysis and evaluation of proposed land uses in the Parker Hill-Fenway General Neighborhood Renewal Area.

1. The proposed Fenway development plan would maintain the area's predominant institutional uses and provide specific limits to future institutional expansion which will tend to have a stabilizing effect on the surrounding neighborhoods. Although not called for in the Fenway plan, it is suggested that provision be made for maintaining or developing a small retail convenience center in Area 1A to serve the needs of the workers and students of the institutions in the project area west of Huntington Avenue. *new*
2. Implementation of the Parker Hill development plan would create, to some extent, a reconstruction of the commercial and industrial land uses. Under the proposed plan industrial and commercial uses would be permitted only in Areas 2C and 2CF4 and commercial uses in 2CF2.

Such a redistribution of commercial facilities would appear to be adequate to meet the needs of the area's residents except for those in Area 2B. Because of the physical land characteristics in 2B and the distance to one of the planned commercial areas it is recommended that provision be made for retail and retail service facilities so located along Heath Street to serve not only the residents in 2B but also the employees of the Veterans Administration Hospital to the south of Heath Street. *new*

3. The Kenmore development plan conforms basically to existing land use patterns and would concentrate primarily on strengthening and upgrading the area's predominantly commercial character. At the same time limits would be imposed on the expansion of commercial and institutional uses into residential areas. Implementation of the plan would contribute to the over-all stability of the GNRP and increase the desirability of the Kenmore area for commercial uses.
4. An analysis of the market absorption capacity for cleared land indicates:





- What about  
University-oriented  
research?
- a. That the absorption rate for industrial land within the Parker Hill-Fenway GNRP cannot, on the basis of past trends and market activity, be forecast. However, it can be expected that the city's highway development program, the urban renewal process and other community action will make Parker Hill-Fenway industrial land desirable in the future. Thus, the marketability of land for industrial use will depend primarily on the characteristics of the parcels created, the amount of industrial land which will be made available in other project areas and the uses which will be allowed on these parcels.
  - b. The total opportunity for retail and retail service space in the Parker Hill-Fenway GNRP amounts to some 230,000 square feet. Since it is estimated that existing space of this type far exceeds that space warranted by the area's projected population, the ultimate demand for and absorption rate of new space will be determined by the amount of existing space that is cleared.
  - c. Because of the unique characteristics of the Parker Hill-Fenway GNRP an absorption rate for commercial office land use cannot be forecast. It would appear, however, on the basis of the existence of a large number of medical institutions within the GNRP as well as the relatively large number of conversions of private residences into professional office use which has and is occurring in the GNRP that one or two small professional building sites could be marketed in the area.
5. The type of urban renewal treatment to be applied in any given area in the GNRP will be dependent upon final policy decisions by the Boston Redevelopment Authority at the project level. In general, however, clearance would appear to be appropriate in those areas where: (1) land is to be made available for institutional expansion, (2) structures are unsound, (3) parking and expansion space is needed by existing firms, (4) retail and service space is currently overbuilt, thus preventing existing firms from obtaining sufficiently high sales volume levels per square foot to be able to maintain their facilities and structures.



In those areas designated for industrial use it is recommended that rehabilitation be applied wherever possible so as to provide space for those firms relocated out of other areas in the GNRP at rent levels which those firms can afford.

6. The city's tax base will be reduced in the short run as land currently in commercial and industrial use is cleared for disposition to institutional users. The extent of the tax loss, however, will be dependent, in part, on the availability of alternate space within the city at rent levels which the relocated firms can afford. Over the long run the upgrading of the GNRP through the urban renewal process will increase the city's tax base as land in the Parker Hill-Fenway GNRP becomes more desirable for an industrial or commercial location.
7. Land and floor space allocations in the Parker Hill-Fenway GNRP will depend upon the final planning of the area at the project level. In order to facilitate such planning, it is recommended that four separate studies be made within the concept of project area planning. These are discussed individually in the following paragraphs:
  - a. A market analysis of the retail and personal service needs of the area. Such an analysis should take into consideration not only the firms within the GNRP but also those in surrounding areas which would affect or be affected by developments within the GNRP.
  - b. It is recommended that a survey be made of the industrial firms which are to be relocated in order to determine their relocation needs and whether these needs can be met within the GNRP or the city of Boston. The results of such a survey can be used to determine the effect on the employment base in the GNRP should these firms relocate outside the city of Boston or go out of business.
  - c. A special survey should be made of the needs of Area 3A and the Kenmore Square area to determine the need for additional off-street parking facilities and land for expansion purposes by firms which will remain in these areas.



- d. It is suggested that a special housing study be made throughout the institutional areas in order to more firmly establish the number and especially the location of new housing units which will be introduced into the area by the several institutions involved. This information is needed particularly to establish the total demand for commercial retail and service establishments throughout the project area and the locations from which this demand can be most adequately served.
8. Analysis of three problem areas are of special interest to the Boston Redevelopment Authority in the Parker Hill-Fenway GNRP Indicates that:

- a. The Kenmore Square area appears to be becoming a secondary commercial focal point with emphasis on commercial office space containing primarily distributive and business service establishments which do not require the prestige of a CBD location. It is therefore recommended that the urban renewal process in the Kenmore Square area should concentrate on providing necessary expansion space and parking facilities for existing firms, and to increase the desirability of the surrounding residential areas so as to strengthen the population base served by commercial establishments in the area.

The functions performed by "automobile row" on Boylston Avenue are a necessary part of the services that must be provided to the population of any city and appear to be a logical use in development Area 3A.

- b. The physical characteristics of Fenway Park are such that its usefulness as a structure ceases at such time as it can no longer perform the function for which it was built. It is therefore recommended that the structure be razed and the land used for parking or marketed for commercial or industrial uses when Fenway Park is no longer needed as a stadium.
- c. Insofar as it can be anticipated that Sears will leave their current facility on Brookline Avenue, it is recommended that the structure be studied for rehabilitation for light manufacturing and heavy commercial uses. It is believed that such a re-use would be feasible in terms of marketability and would result in the advantage of maintaining the tax base provided by the Sears Building.

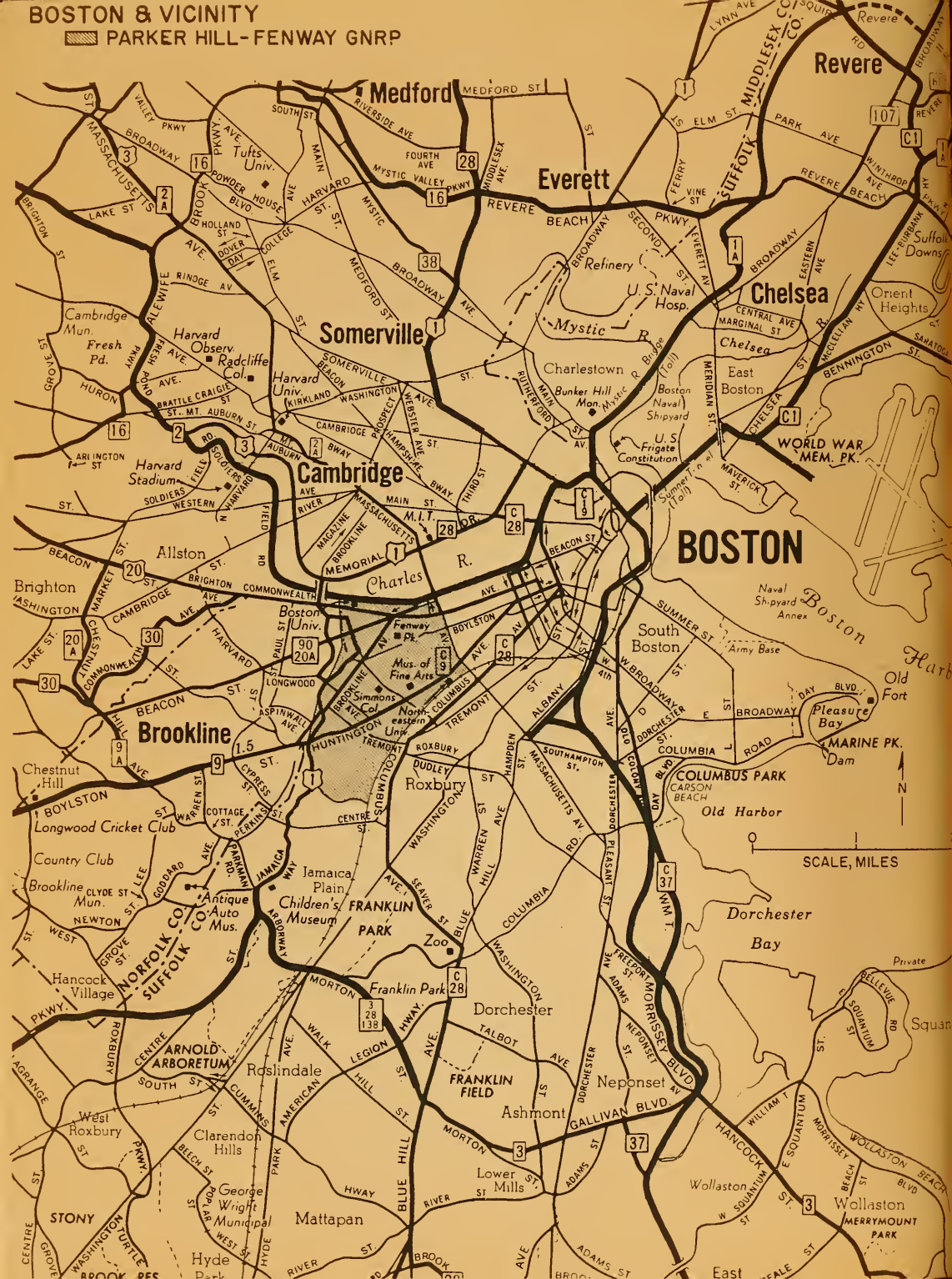






# BOSTON & VICINITY

 PARKER HILL-FENWAY GNRP



## SECTION I

### THE PARKER HILL-FENWAY GNRP

The Parker Hill-Fenway General Neighborhood Renewal Plan encompasses an area of approximately one and one-half square miles situated some two and one-half miles west-southwest of Boston's central business district. As shown on the map opposite the area is bounded on the north by the Charles River, on the west by Boston Brookline City Line, on the south by Heath Street and on the east by Massachusetts Avenue and the New York, New Haven and Hartford Railroad.

The Parker Hill-Fenway GNRP is readily accessible from downtown Boston via the Jason J. Storrow Memorial Drive and Commonwealth Avenue and from points north of the Charles River by the Harvard Bridge and Massachusetts Avenue.

Internal traffic circulation appears inadequate to properly serve the area as a whole. Two of the major streets in the area, Huntington and Commonwealth Avenues, also serve as major arterials to the Boston CBD thereby adding through traffic to the congestion on project area streets created by local traffic requirements. This congestion is further complicated by the lack of adequate parking facilities throughout the area and especially around Kenmore Square. Although many firms and institutions do provide parking for their customers, in most cases it appears to be inadequate. In addition both the parking and street congestion problems are further complicated by Fenway Park which, when afternoon ball games occur on workdays, creates a further overload on the area's already burdened street patterns and parking facilities.

Future highway development plans, however, call for the development of an expressway system which will have two major beneficial results as far as the Parker Hill-Fenway area is concerned. First, planned improvements will tend to remove from the area's internal traffic circulation pattern almost all of the through traffic currently using Huntington and Commonwealth Avenues and, secondly, they will provide the firms and residents of the project area access via convenient freeways to all parts of the Boston metropolitan area.

In addition to automobile orientated transportation systems the Parker Hill-Fenway GNRP is fairly well served by public transportation facilities. A Rapid Transit line runs across the top of the project area in an east-west direction and bus lines are suitably arranged to serve the major portion of the GNRP.



## Population Characteristics

The 1960 population of the Parker Hill-Fenway GNRP was 46,902 persons as reported by the Boston Redevelopment Authority (BRA), a decline of some 3.8% from the 1950 population level of 48,731\*. Future population in the area has been projected by the BRA on the basis of preliminary redevelopment plans and indicate a 1970 population level of some 49,700 persons.

A review of the income characteristics of this resident population reveals that the area ranks among one of the lowest within the city of Boston. Data provided by the 1960 Census of Population for the year 1959 shows GNRP residents with a per capita median income of some \$1,727 as compared to the city of Boston which has a per capita median income of some \$1,815 and the Boston standard metropolitan statistical area with a median income of \$2,070.

This low median income in the Parker Hill-Fenway GNRP can probably be attributed in large part to a high proportion of students in the population total. As reported by the 1960 U. S. Census of Population unrelated individuals comprised 42% of the GNRP population as compared, for example, with 15% for the city and 9% for the metropolitan area as a whole.

Thus it can be expected that the per capita expenditures made by area residents in various retail and retail service facilities will be lower and concentrated differently than expenditure patterns for either the city or the SMSA as a whole. In turn the amount of retail and retail service space which can be supported by this segment of the city's population will be somewhat smaller, on a per capita basis, than for the city or the SMSA as a whole. This however is probably partially offset by expenditures made in eating and drinking facilities in the area which are in all probability higher than per capita expenditures in these facilities for the city or SMSA.

In addition, the income level in the GNRP is partially a result of the low occupational skills of the labor force in the area. Out of a total of some 22,461 persons who reside in the GNRP and are employed, roughly 40% or 8,500 are employed in the unskilled categories i.e., clerical, laborers, private household workers, and service workers.

In turn the relatively low per capita incomes of Parker Hill-Fenway residents has an affect on the means of transportation to the residents' places of employment.

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\* Estimated by census tract data as provided by the 1950 U. S. Census of Population.





As the table below indicates GNRP residents use the automobile to a far lesser degree than either residents of the SMSA as a whole or the city of Boston. Conversely a higher proportion of GNRP residents walk to work as compared to the SMSA and the city of Boston.

MEANS OF TRANSPORTATION TO PLACE OF  
EMPLOYMENT OF BOSTON AREA RESIDENTS

	Private Car (incl. carpool)	Bus, Subway or Elevated	Walk
Residents of Boston SMSA	58%	22%	11%
Residents of City of Boston	40%	47%	14%
Residents of Parker Hill GNRP	23%	35%	20%

Of the 22,000 area residents employed, 20% or approximately 4,400 walk to work indicating a relatively high dependence on employment opportunities both in and around the Parker Hill-Fenway GNRP area.

The affects which this relatively low income, low skilled population has on existing and proposed land uses in the GNRP will be discussed in more detail in subsequent sections of this report.

Land Uses in the Parker Hill-Fenway GNRP

In order to determine the current makeup of the Parker Hill-Fenway GNRP area in terms of land uses and the affect which existing land uses might be likely to have on any future developments in the area a field survey was made in February 1963 by this company. The results of this are shown in tabular form in the following table.





PARKER HILL-FENWAY GNRP ESTABLISHMENTS\*

USE (SIC CODE)	Number of <u>Establishments</u>	% of Total <u>Establishments</u>
<u>INDUSTRIAL</u>	163	24.8%
Manufacturing (19-39)	74	11.3%
Wholesale (50)	62	9.4%
Other (15-17, 41-49)	27	4.1%
<u>COMMERCIAL (Non-Office)</u>	493	75.2%
Retail (52-59)	310	47.2%
Services (72-76)	170	25.9%
Amusements (78, 79)	8	1.2%
Hotels (70)	<u>5</u>	<u>.8%</u>
TOTAL	656	100%

In interpreting these data it is important to note that no attempt is made to compile a complete inventory of land uses in the project area but rather to determine in general terms the type and frequency of economic uses to be found in the area.

The uses determined to exist through this survey will be treated in some detail in the following section.

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\* Based on a survey of the area made by this company in 1963.



## SECTION II

### CRITICAL EVALUATION OF PROPOSED DEVELOPMENT PLANS

As illustrated on the map opposite\* the Boston Redevelopment Authority has divided the Parker Hill-Fenway GNRP area into three preliminary development areas each of which has been further sub-divided into sub-areas which are indicated by letter codings.

*the qst of this provides sufficient usable service space for school oriented programs. How is needed & should be replaced*

In general, the proposed development plan is in keeping with the area's land use characteristics. Implementation of the proposed development plan for Project 1, Fenway, would maintain the area's predominant institutional use and provide definite limits to future institutional expansion in the proposed project which will tend to create a stabilizing effect on the surrounding neighborhoods.

#### Areas 1A Through 1G

Areas 1A through 1G are currently devoted almost exclusively to institutional uses. The commercial and industrial uses which do exist in these areas are limited and concentrated mainly in the vicinity of Brookline Avenue and Peabody Street in 1A and along both sides of Huntington Avenue between 1F and 1G.

*How*

The commercial facilities in 1A consist primarily of a number of small convenience type retail and service facilities, gas stations, an automobile dealer and two medical buildings. Clearance of these facilities to bring the area into conformance with the proposed development plan, i.e., institutional, would, while providing additional land for institutional use, eliminate convenience retailing and service facilities from the entire portion of Project 1 west of Huntington Avenue. Thus, the needs of students in residential facilities such as those currently proposed at the Good Sheppard site in Area 1A by Harvard Medical School, as well as the needs of the workers and students of the institutions in these areas, would only be met by retailing and service facilities in Area 2R2 to the east of Huntington Avenue or across the fens in areas 3A and 3D.

\* Parker Hill-Fenway GNRP, Proposed Treatment Areas Map #7 will be inserted in this report as soon as the map is made available by the Boston Redevelopment Authority.



It is suggested, therefore, that retail and retail service uses be permitted to the extent that such space is found at the project level to be required to adequately serve the area. It would appear appropriate to group such facilities around the existing commercial medical buildings in Area 1A.

The commercial facilities on Huntington Avenue between Project Areas 1F and 1G consist primarily of convenience type retail and service facilities along with a bank, service stations, and plumbing contractors. Since the public housing development in Area 2R3 represents the closest residential development to these commercial facilities, it would appear that the retail and service uses depend almost entirely on the students and employees of the various institutions in 1F, 1G and 1I for their customers. Therefore, consideration should be given to the needs of this student and employee group which might be more appropriately served by maintaining and upgrading existing facilities. The amount of such space which might be required would, of course, be determined at the project level.

Other commercial uses such as service stations and plumbing contractors could serve the surrounding population equally well from other locations and therefore might be relocated to provide expansion space for existing institutions.

Area 1H is currently designated to be taken by the Highway Department as a right-of-way for the new expressway.

Area 1I is devoted exclusively to institutional and residential uses.

Area 1J Northeastern University is the predominant land user occupying or owning the entire area east of Huntington Avenue and north of Forsyth Street. Commercial and industrial buildings along the right-of-way of the New York Hartford and New Haven Railroad appear to have already been vacated in large part to provide expansion space for Northeastern.

The triangle formed by Huntington, Forsyth and Ruggles Street in Area 1J contains predominantly a large number of commercial firms. Most of the structures appear to be run-down and in deteriorated condition, with a large number of vacancies evident.

Clearance of this area would appear to be the most appropriate renewal approach. Every effort, however, should be made to relocate those non-retail establishments so as to minimize the loss to the area's employment base. In addition, consideration must be given at the project level to the possible need for a small retail and retail service complex at the intersection of Parker and Louis Prang Streets to serve the student and employees north of the area as well as the residents of the public housing to the south of this area.



*Area 1K is a major recreational center in Boston containing among other uses, Symphony Hall, the Boston Arena, and the New England Conservatory of Music. The area also contains a rather dense grouping of commercial uses including primarily retail and restaurants. These facilities serve both the residential population in 1R1 and the resident population east of Area 1K.*

*Area 1K is a major recreational center in Boston containing among other uses, Symphony Hall, the Boston Arena, and the New England Conservatory of Music. The area also contains a rather dense grouping of commercial uses including primarily retail and restaurants. These facilities serve both the residential population in 1R1 and the resident population east of Area 1K.*

Some of the commercial firms in the area, e.g. music stores, appear to be a logical adjunct to the area's institutional uses. Retail and retail service space would appear to be grossly overbuilt in terms of the apparent population base which they serve, resulting in a large number of marginal operations.

Therefore, depending of course upon the policy goals of the Boston Redevelopment Authority, it would appear that at least some clearance of commercial facilities in Area 1K should be made. The degree of clearance which should take place as compared to the rehabilitation of existing facilities will be dependent upon the population which any retail facilities in the area would be most likely to serve and whether such population base could be adequately served from another area such as 1L.

Of the land that is clear, at least some should be set aside to provide parking facilities for those commercial and/or institutional uses which remain in the area.

Area 1R1 is an aging residential area with a large number of small retail and retail service facilities in almost every block north of Westland Avenue at the east of Hemenway Street. The entire portion of 1R1 facing Massachusetts Avenue is devoted to commercial use, primarily retail and retail service uses. Based on a survey of the area, these retailing facilities appear to serve a trade area made up predominantly of the resident population in 1R1 and those residential areas directly to the east of Massachusetts Avenue.

It is also apparent from the survey that the proliferation of facilities in this area has created an over-built market situation which in turn has affected the ability of almost all of the firms in the area to obtain sufficiently high per square foot sales volume levels to maintain the upkeep of their structures and facilities.

It is therefore suggested that clearance is probably the most effective means of accomplishing a reduction in an obviously over-built market. The actual amount of such retail and retail service space which would be adequate to satisfy the needs of the resident population in the immediate vicinity should be determined at the project level. However, it can be expected that the demand for such space will amount to only a fraction of that currently existing.





Future conversions of residential buildings to professional office structures such as has occurred in the past along Fens should be prevented through more stringent enforcement of zoning regulations and by providing locational alternatives through the development of professional office structures.

Area 1L is to be developed for commercial uses. Although the actual amount of retail and retail service space which might be developed will be determined at the project level, it is believed that Area 1L could serve the retailing needs of the entire resident population in Area 1R1 as well as a portion of those residents east of Massachusetts Avenue. It must be recognized, however, that such a development to be economically feasible from a developer's standpoint would require a shopping center type concentration with adequate parking facilities. Such a development would tend to reduce even further the sales volume available to any retail/service facilities allowed to remain in either Area 1R1 or those existing immediately to the east of Area 1L.

A final recommendation which would apply to all of the institutional areas in the GNRP area concerns a suggestion made by Julian H. Levi in his Report on Municipal and Institutional Relations in Boston. Mr. Levi suggests that the city might undertake negotiations with particular institutions so that the institutions would have an opportunity to sponsor and encourage tax producing investments in their immediate vicinities. Such an approach would provide for the development of those commercial uses which, on the basis of the existing market, might not provide a sufficiently high profit margin to interest private developers. Thus, the institutions themselves would be contributing to an increase in the tax base in Boston in return for the city's assistance under the urban renewal plan.

★                      ★                      ★

Proposed Project 2, Parker Hill, is devoted primarily to residential uses with some commercial/industrial uses along the right-of-way of the New York, New Haven and Hartford Railroad and along Huntington Avenue. The proposed development plan for Parker Hill follows in general the area's current land use characteristics and would maintain the area's predominant residential uses.

Area 2A is currently primarily in institutional uses and will remain so under the proposed development plan. Commercial uses are limited to two gas stations and a used car lot - all of which might be more appropriately relocated to one of the commercial/industrial areas under the proposed plan.



Area 2B is almost exclusively low income residential with the exception of the Robert Brigham Hospital which plans to move into development Area 1A. A number of commercial distribution uses as well as convenience retail and service facilities exist along Heath Street with many retail and service facilities throughout the residential areas.

Although no commercial uses would be permitted under the preliminary development plan, it would appear that on the basis of the existing residential developments in Areas 2B and 2R1 plus the proposed development of housing which is to replace the Robert Brigham Hospital, some retail and service facilities would be needed. This will be especially true if existing retail and service facilities along Heath Street are removed to bring the area into conformance with the proposed development plan.

Therefore, it is recommended that consideration be given to providing commercial facilities in Area 2B to serve the needs not only of the residents of this area but also the workers in the Veterans Administration Hospital to the south of Area 2B.

Area 2C is currently devoted to a mixture of residential, retail and service, and light industrial uses. Under the proposed development plan, parking, light industrial or manufacturing, and general commercial will be permitted uses.

As is the case in most of the sub-areas within the GNRP, retail and retailing service facilities appear to be overbuilt in terms of the population which they serve. It is suggested that at a minimum sufficient retail uses be cleared to enable those remaining to obtain sales volumes sufficiently high to enable proper maintenance of the structures. The actual amount of such space required at this location to provide for the area's population needs should be determined at the project level.

*mainly rehab!!*  
This area's location along the right-of-way of the New York, New Haven and Hartford Railroad as well as its proximity to planned highway developments appear to favor the development of light industrial and heavy commercial uses. Therefore, consideration should be given to maintaining and rehabilitating those industrial structures which are structurally sound to provide the maximum of low rent space in the area. Such a development could provide relocation space for those commercial and industrial firms removed from other areas of the GNRP at rent levels which these firms can afford, thereby maintaining the employment opportunities in the area.

Area 2CF1 - This area contains predominantly institutional uses with only two commercial/industrial uses: ground floor office space in a residential building and two distribution firms. Both of these commercial uses are in the eastern tip of this project area and in order to maintain the institutional character of this area, this commercial space might be relocated.



Area 2R3 contains no commercial/industrial uses since the area is devoted exclusively to public housing.

Area 2CF4: Between Prentice Street and Tremont Street commercial and light industrial uses predominate while that portion between Tremont Street and the southern boundary of 2CF4 contains a mixture of residential, commercial and light industrial uses. Under the proposed development plan the northern portion of this area is suggested for a new shopping development with the southern portion to be used to provide a playing field for the Mission Hill High School.

Based on a field survey of the area the retail and retail service facilities which exist appear to be overbuilt in terms of the space required to adequately serve the existing population. It is suggested that spot clearance and rehabilitation might be used to bring the amount of existing space in line with the needs of the population base and to provide a tighter retail concentration with adequate parking facilities.

It is further suggested that commercial and light industrial uses be permitted in this area and that buildings currently devoted to these uses be allowed to remain so long as they are in structurally sound condition. Such a program would make low rent space available in an area relatively well situated in terms of rail transportation and highway access once proposed highway development plans are carried out.

Area 2CF3 contains no commercial or industrial uses and is designated exclusively for institutional and recreational purposes.

Area 2R1 is predominantly residential with some retail and retail-service facilities throughout the area and some minor concentrations along Huntington Avenue and Tremont Street. The proposed development plan for this area calls for the rehabilitation of existing residential uses in the area. As has been indicated previously, the amount of retail and retail-service space which exists throughout the GNRP appears to exceed by far that which would be considered adequate to serve the needs of the area's population. Under the proposed preliminary development plan which calls for the upgrading and developing of retail-service facilities in 2CF4 and 2CF2, and assuming the development of some retail facilities in 2B, it can be expected that the apparently low sales volume levels per square foot currently being obtained by existing firms in this area will be reduced even further. Therefore spot clearance of existing retail and service facilities would appear to be warranted.



Area 2CF2: Residential uses predominate in this area along Calumet Street and convenience retail and service facilities along Tremont Street including a small convenience shopping center at the corner of Calumet and Tremont. The center portion of this area contains an old rock quarry and is undeveloped.

Under the proposed development plans for this area either residential, commercial or recreational development would be permitted. The location of this area would appear to be adequate to serve the retail and service needs of a major portion of the population in Area 2R1, the southern portion of 1A and 2R2.

To maintain the predominant residential characteristics of the Parker Hill project area it is suggested that no additional commercial facilities other than those retail and service uses found necessary to serve the surrounding population be considered for this area.

Area 2R2 contains primarily residential uses with some convenience retailing and service facilities. The preliminary development plan for this area calls for the rehabilitation of existing housing.

Based on the survey made of the area, it would appear that all of the retail and service needs of the population in 2R2 can be adequately served from Area 2CF2. If market studies at the project level bear out this conclusion, it is recommended that such existing space be cleared.

\* \* \*

The third preliminary development area, Kenmore, encompasses that portion of the GNRP to the north and west of the fens, with the addition of an area due west of the fens and north of Metropolitan Transit Authority tracks. The proposed development plan in this project area conforms basically to existing uses and places emphasis on the upgrading of the area in general and especially the Kenmore Square vicinity.

Area 3A is predominantly a wholesale and distribution center with some retail and service facilities existing primarily to serve the residential population in areas 3R1 and 3Ra. Almost all of the structures in this area appear to be relatively well maintained except for some commercial buildings bordering Fenway Park. A field survey of the area revealed few vacancies.

Thus, the area as a whole appears to require little in the way of urban renewal treatment. Spot clearance might be undertaken of those buildings which are seriously deteriorated and the land used to provide parking facilities and expansion space, if desired, for remaining firms.







Area 3B: Fenway Park is the predominant land use in this area with some commercial and light industrial facilities to the north and east of the park. Fenway park itself is discussed in a subsequent section of this report.

The remaining commercial and industrial facilities appear to be logical adjuncts to Area 3A since they are physically separated only by Fenway Park. It is suggested, therefore, that these uses be allowed to remain with rehabilitation applied where necessary. For those buildings which are structurally unsound spot clearance could be used to provide parking facilities as well as land for expansion purposes for the remaining commercial firms.

Area 3C is a varied residential area containing a number of fraternity houses, apartment houses, hotels and private clubs. A relatively large number of convenience retail and service facilities exist along Massachusetts Avenue. Under the proposed development plan rehabilitation and conservation is indicated for the apartment buildings.

The amount of retail and service space which would be required to adequately serve the population in 3C as well as to the east of Massachusetts Avenue must be determined at the project level. However, based on the field survey made in this area it is probable that the area is currently overbuilt in terms of retail and service space. Therefore, the urban renewal process should be utilized first to thin out existing retail facilities so as to provide a sales volume level to those remaining facilities sufficiently high to enable the upkeep of their structures and, secondly, to attempt to provide a greater concentration of retail and service facilities so as to create a greater impact on the surrounding areas.

Area 3D Kenmore Square is one of the special problems to be treated in this report and is discussed in the following section of this report.

Area 3E Boston University is the predominant land user in this area along with a mixture of residential uses along the river and medical, retail and service and some heavy commercial and light industrial uses along, and south of, Commonwealth Avenue.

So far as retail and service facilities are concerned, it is believed that the needs of this area's population can be met more efficiently through retail facilities existing or to be developed in 3D. However, some specialty type operations aimed primarily at the student market should be permitted to remain.

Other commercial facilities south of Commonwealth Avenue appear to be a logical use for this area and consideration should be given to maintaining



existing uses with emphasis on rehabilitation. To the extent that clearance is warranted the available land should be utilized first to satisfy the need for expansion space and parking facilities of existing commercial uses.

Area 3R1 and 3R2 are devoted almost exclusively to residential uses with some convenience retail and service facilities at ground level in many apartment buildings. It is believed that this area's population needs for retail and service facilities could be satisfactorily met in other areas such as 3D and it is suggested that spot clearance be utilized to reduce such facilities in Area 3R2.

The preceding discussion of the individual planning areas and sub-areas within the Parker Hill-Fenway GNRP area indicates that because of the characteristics of present land uses in the area, and because of the treatment suggested by the GNRP plan, the fulfillment of the plan will require, to some extent, a reconstruction of the commercial and industrial land uses in the area. The extent to which this reconstruction will be necessary will depend, of course, upon the final planning of the GNRP area at the project level. Therefore, the following recommendations can be made regarding the types of studies which will be needed in order to further project planning. The manner in which these further studies might be undertaken remains an open point. They might be done on a project-by-project basis. However, because of the close economic inter-relationship between the sub-areas within the GNRP area, the studies necessary could probably best be accomplished on an over-all basis with the results of the studies applied to the applicable sub-study areas or project areas.

In all, four separate studies are needed. These are discussed individually in the following paragraphs.

The fulfillment of the GNRP plan as now proposed will require the demolition of certain areas which are now largely made up of heavy commercial, business service, and industrial type concerns. These types of firms are primarily concentrated in Areas 1J, 3R2, and to a lesser extent throughout the entirety of Areas 1A through 1G. It is recommended that a survey be made of the firms of these types in these areas in order to determine their relocation needs.

Past experience of the Boston Redevelopment Authority would indicate that a substantial number of firms requiring relocation space will prefer such space in new commercial and industrial developments. Unfortunately such space is usually unavailable to these firms under normal market circumstances for two major reasons:



1. The majority of firms to be relocated probably cannot afford the high rent levels of new reconstructed space.
2. Since the mortgage financing of new commercial and industrial developments usually depends on the credit rating of the tenants, developers are usually reluctant to accept the small, marginal firms which appear to predominate in the Parker Hill-Fenway GNRP.

As a result it can be expected that a majority of the firms which would lose their present facilities through the urban renewal process will not be able to relocate within the GNRP unless low rent space is provided.

Thus, the majority of these firms will probably attempt to relocate to other parts of the city where such low rent space is available. Some of the more marginal firms will probably go out of business and a number of others may relocate outside the city of Boston.

In turn, the relocation outside the Parker Hill-Fenway GNRP would have serious implications to the local labor market. As pointed out in a subsequent section of this report, one of the needs of many of the existing firms is a nearby supply of unskilled or semi-skilled labor. Should the firms which are forced to relocate move out of the GNRP an important source of employment for the low skilled labor force which resides in the GNRP would be lost. For those firms relocating outside the city of Boston it would, of course, mean a net loss in employment opportunities for the city as a whole especially in the very category of employment which is currently experiencing the greatest unemployment rate in the city.

In general, it can be concluded that because of the type and characteristics of the firms which make up the heavy commercial, business service, and industrial sections of the GNRP land use base, there will not be an appreciable demand for new space within the project area from these specific firms. Therefore, again, relocation should be emphasized as a program undertaken to determine the needs of the firms and an identification of the areas both in and outside the GNRP area into which they might be relocated.

There is a general need for additional off-street parking facilities throughout much of the GNRP area. However, the need for such facilities appears to be most acute in Area 3A; that is the area primarily identified by the Sears Building and Fenway Park which is predominantly a wholesaling and distribution center. It is recommended, therefore, that a special survey be made of the needs of this particular area in order to determine the over-all parking requirements.





RETAIL SPACE REQUIREMENTS  
IN THE  
PARKER HILL-FENWAY GNRP

<u>Type of Use</u>	<u>Space In Square Feet</u>
<u>RETAIL</u>	<u>190,000</u>
Food	100,000
Variety	15,000
Hardware	13,000
Drug	30,000
Other	32,000
<hr/>	
<u>RETAIL-SERVICE</u>	<u>40,000</u>
Personal Services	33,000
Miscellaneous Services	10,000
<hr/>	
TOTAL SPACE	<u><u>240,000</u></u>



While outside the scope of this particular economic study, it is recommended that a special housing study be made throughout the institutional areas in order to more firmly establish the number and especially the location of new housing units which will be introduced into the area by the several institutions involved. This information is needed in particular to establish the total demand for commercial retail establishments throughout the area and the locations from which this demand can be most adequately served. Until such information is available, precise recommendations regarding the commercial retail establishments cannot be made.

Of the four specific studies which can be recommended, by far the most important is a study of the commercial retail and personal service establishments of the GNRP area. As already noted in Section I (page 4), there are a total of 480 such establishments in the GNRP area which make up a total of 73% of all commercial and industrial type establishments in the area. Even though in recent years there has been the introduction of modern new facilities into the area, by far the majority of these types of facilities are in small establishments occupied in the ground floors of multi-purpose structures while in many areas these ground level strips appear to be healthy and serving the populations of their immediate neighborhoods, in others there are great numbers of vacancies and evidence that the economic usefulness of this type of retailing establishment has passed. However, the extent to which new facilities of these types might be planned for the GNRP area cannot be determined until a detailed analysis has been made of the extent to which existing facilities will be cleared or their space converted to other uses. Also, on a sub-area by sub-area basis, as well as by project-by-project basis, the exact demand cannot be anticipated because activity in one area will affect opportunity in others.

Even though the ultimate demand for new space will be determined to a large extent by demolition and conversions of existing space, the overall opportunities for commercial establishments of the type which serves neighborhood populations can be determined from existing data. This demand for total space in the Parker Hill-Fenway GNRP, required to satisfy the needs of the projected population, is summarized by the facing table. As indicated by the table, the retail categories will require a gross area of some 190,000 square feet provided these facilities were all housed in new construction. If, however, there is a mixture of new and old construction, the gross square footage would exceed that indicated by the table since the per square foot sales volume productivity of facilities in old space generally runs below that in new construction. To this inventory of space for retail establishments is added a maximum of 40,000 square feet warranted for service establishments bringing the total to approximately 230,000 square feet of total area. The concentration of this space or its distribution throughout the GNRP area will, to



reiterate, be dependent to a large extent upon the type of urban renewal action which can take place within the area. This total space could be divided between, say three relatively large concentrations of approximately 70,000 square feet of area each, or be scattered throughout the entire area. The alternatives available are innumerable and therefore can only be worked out through the process of specific project planning.

Special note should be made here that the analysis of retail space does not touch upon heavy commercial establishments such as the automotive strip along Boylston Avenue, nor the major GAF concentration in the Sears Building, since these activities are dealt with in the following section.



## SECTION III

### AREAS OF SPECIAL INTEREST

Under the contract with the Boston Redevelopment Authority the consultant is to provide a study of three problem areas of special interest in the Parker Hill-Fenway GNRP. These three problem areas have been identified by the Boston Redevelopment Authority as:

- (1) the future of Kenmore Square and particularly "Automobile Row";
- (2) the future use of Fenway Park and/or the land under it and;
- (3) the future use of the Sears building and the possibility of retaining Sears as one of the GNRP's businesses.

#### The Future of Kenmore Square

A variety of land uses currently exist in the vicinity of Kenmore Square. Retail and retail service facilities serve the residents in the area as well as cater to the students at Boston University to the west of Kenmore Square. A number of new single purpose office buildings have been built over the past few years and the vacancy levels in existing general office space appears to be low, indicating a relatively strong demand for this type of space. Further evidence of this demand is indicated by the number of walk-up residences and larger apartment buildings surrounding Kenmore Square which appear to have been converted to office use with retailing or service facilities at ground level.

Two medical buildings in the area, including one in conjunction with the Leahy Clinic on Commonwealth Avenue, appear to be well maintained and to enjoy a high occupancy level.

A number of hotels also exist in the vicinity of Kenmore Square and it is likely that they obtain the majority of their business because of their central location in relation to both Boston University and the institutions in preliminary development area 3.

North of Kenmore Square land use is primarily residential, most of which appear to be occupied by students with some scattered retail facilities. A number of fraternity houses are also in this area.



South of Commonwealth Avenue and west of Kenmore Square a number of industrial structures exist, some of which seem to be somewhat deteriorated. Some conversions of older residential and office space into heavy commercial and light industrial uses was evident in this area.

In general, however, it can be concluded that the Kenmore Square area is one of healthy growth as evidenced by new construction in the area, by the apparently voluntary rehabilitation which is also evident in the area as well as by the conversion of a number of existing industrial structures into what appears to be commercial uses.

The interaction of normal market forces appears to be creating a secondary commercial focal point with emphasis on commercial office space containing primarily distributive and business service establishments which do not require the prestige of a CBD location. Amusement, transient housing and retailing facilities catering to the needs of both Boston University and the institutions south of the Fens are also important land uses.

At present, Kenmore Square area has two major drawbacks, the lack of adequate parking facilities and congested traffic conditions, created by the existing street patterns in the area. Commonwealth Avenue, as the major artery, currently serves not only local traffic but is also a major arterial from the Boston central business district. It can be expected, however, that the development of the planned highway improvements discussed in Section I will alleviate the major portion of the congestion problem.

Based on the above factors it is believed that urban renewal processes applied in the Kenmore Square vicinity should be held to a minimum and should serve primarily (a) to provide necessary expansion space and parking facilities for those commercial firms already in the area, (b) to concentrate retail and retail service facilities so as to maximize the impact of retailing facilities on the surrounding areas, and (c) to increase the desirability of the surrounding residential areas so as to strengthen the population base which would be served by retail and service establishments in the Kenmore Square area. Along this line consideration might be given to a change in zoning regulations, to permit the development of high-rise apartments in that general area north of Commonwealth Avenue and especially along the western side of the Fens.

A further plus factor in the future growth and development of Kenmore Square is created by the existence of Boston University directly to the west of the square. The preliminary development plans for this area will provide land for the university's expansion as far east as Sherbourne Street. It is probable that a portion of this land will be utilized by Boston University to provide housing facilities for its students and, possibly, faculty. Such facilities would, if developed, further tend to increase the commercial attractiveness of the Kenmore Square area.





Turning to "Automobile Row" along Boylston Avenue it is important to keep in mind that there is a definite line of demarcation between the generally office retail and service orientated facilities in the Kenmore Square area north of the MTA tracks and the generally commercial and light industrial uses south of the tracks in that redevelopment area identified as 3A, of which "Automobile Row" on Boylston Avenue is a part.

A major portion of Boylston Avenue is given over to automotive sales facilities both new and used, repair shops, service stations and other garage facilities as well as many major automobile part distributors. All of these facilities appear to be adequately maintained.

Land uses on both sides of Boylston Avenue are almost entirely commercial/ industrial and the proposed development plan for this area calls for a continuation of these uses.

Thus, the existence of automotive orientated uses is quite consistent with the land use pattern which has developed. It should be noted, however, that some encroachment of commercial uses has occurred in the residential areas southeast of Boylston, primarily in the block between Kilimarnock and Jersey Streets. It is assumed that under the proposed development plan more stringent enforcement of zoning regulations will preclude any further infringement of this nature.

In summary, the functions performed by "Automobile Row" are a necessary part of the services that must be provided to the population of any city and appear to be a logical use in development area 3A. Any efforts on the part of the city to either relocate or eliminate these uses because they lack attractive appearances would result in one of three circumstances, all of which would work to the disadvantage of the city:

1. The firms might move outside the city, thereby lowering tax and employment base.
2. Relocation might cause a businessman to go out of business, again detracting from the tax and employment base.
3. These firms might locate in other areas of the city which would tend to create the same apparent problem in another area which the Boston Redevelopment Authority apparently feels exists here.

#### Fenway Park

The physical characteristics of Fenway Park are such, that its usefulness as a structure ceases at such time as it can no longer perform the function for which it was built. Therefore, should the organizations currently using the park move to other facilities, the city would have a number of alternatives:



- No
- NO
- Yes
1. It could attempt to sell the park to one of the educational institutions in the area which might desire such a facility for its sporting events.
  2. It could be taken over by the city and used as an athletic field for high school and other municipal events.
  3. The structure could be razed and the land marketed for other uses.

The logical use to which the land could be put should, of course, follow those uses permitted in the surrounding vicinity - that is, commercial or industrial. It is recommended, therefore, that on the basis of present land used patterns in this portion of the Parker Hill-Fenway GNRP and the preliminary development plan for this area that the land be designated for commercial and light industrial uses.

#### The Sears, Roebuck & Co. Building

The Sears building along the Fens on Brookline Avenue was, like many other Sears structures built during the same period, developed primarily as a multi-story warehouse operation with retailing at ground level to serve the immediate population. As is pointed out in Section IV, technological changes in processing and manufacturing have changed structural requirements for warehousing purposes. Modern merchandise handling methods require one-level space with ready access to major highways for efficient, profitable operations. Thus, a firm like Sears, which has flexibility in terms of location and financing cannot be expected to continue operating out of a multi-story structure which is probably economically unprofitable. Therefore, it can be anticipated that at some point in the future Sears will leave their current facility. Moreover as pointed out in Section IV, the proximity of the GNRP to the Boston central business district, the population characteristics of the area, etc. indicate little prospect that Sears would be willing to maintain a retail operation in this area.

It is recommended, however, that negotiations with Sears be undertaken to determine Sears interest in developing a new facility within one of the GNRP areas designated for commercial or industrial use under the proposed development plans. Such a site would contribute towards the maintenance of both the employment and tax base in the area while providing Sears with a new facility in a relatively central location with excellent highway access once the proposed expressway in the area is built.

An assumption that Sears will leave its present location poses the problem of what to do with the existing structure. A brief inspection of the building indicates that it is a well built and well maintained facility. However, the method of construction utilized and the very factors which will probably induce Sears to leave mitigate against its most logical re-use, that of warehousing.



yes  
The alternatives to the city of Boston appear to be three. The first and recommended alternative would require the rehabilitation of the structure so that it could be efficiently utilized for light manufacturing and heavy commercial uses. As a loft structure it is probably physically in much better condition than most other loft structures in the city of Boston and through the urban renewal process the price of land and structure could be set at such a level that the purchaser could afford to renovate the building and charge rents which would be competitive with those charged by other loft structures in Boston. It is believed that such an approach would produce a commercial structure which, because of the sound condition of the structure, its physical attractiveness, its location, and assuming the proper renovations were made, would be readily saleable to individual tenants.

The advantages of this alternative to the city are:

1. No loss to the tax base. According to the CEIR report on the Parker Hill-Fenway GNRP the Sears structure has an assessed value of \$2,149,500 which would be lost to the city were the structure demolished or sold to a tax exempt institution.
2. The loss of Sears as a local employer would be offset to a great extent.
3. Current land use patterns would be maintained at a minimum cost.

No  
The second alternative would involve the sale of the property to one or more of the institutions on the south side of the Fens, to be used as either a research laboratory or for classrooms. It is believed that a price for the structure and land could be readily established which would see the ready sale of the property to an institution. The major drawback, of course, to this approach is that it would reduce the tax base to the city of Boston and more importantly, would tend to impinge on a commercial and residential area which does not now contain institutional uses.

No  
The third alternative would involve the demolition of the existing structure and the marketing of the land for commercial/industrial uses. Sale to an institution would involve the disadvantages discussed under alternative 2 above. If designated for disposition for commercial/industrial uses, the city would lose a part of its tax and employment base until such time as the parcel could be disposed of and developed. Since the market for this parcel can be expected to be relatively weak, based on past trends and in consideration of the industrial/commercial land which will become available in other parts of the GNRP as well as other urban renewal projects, this approach is not recommended unless specific interest is expressed by a developer.



## SECTION IV

### GENERAL COMMERCIAL-INDUSTRIAL MARKET FACTORS

#### Industrial Land Uses

Industrial land use covers a wide range of economic activities ranging from manufacturing to warehousing. While there may be a great diversity in function performed by each of these different types of industrial uses, each has certain characteristics which are similar to every other industrial activity.

For example, the wholesaling industry involving the distribution and/or storage of stock is quite similar to the manufacturing industry in terms of real estate implications. Wholesale establishments can and do use facilities which might also be used for light manufacturing purposes and the two activities are often found side by side in industrial districts.

Because of this similarity, insofar as real estate use is concerned, only manufacturing and wholesaling activities will be dealt with in this section of the report since the analysis and trends developed for these two activities will be equally valid for other industrial uses.

#### Industrial Land Demand Factors

The city of Boston has not shared in the industrial expansion which has occurred in the over-all Boston metropolitan area over the period 1947 to 1958. As shown in the table below, the SMSA outside the city experienced a net increase of some 627 manufacturing firms over the 1947 to 1958 period. During this same time the city experienced a net loss of 370 manufacturing firms for an average loss of some 34 per year.

#### MANUFACTURING ESTABLISHMENTS

	<u>1947</u>	<u>1958</u>	<u>Change 1947-1958</u>	<u>Average Annual Change</u>
Boston SMSA	5,408	5,665	+257	+23
Boston City	2,825	2,455	-370	-34
SMSA Outside City	2,583	3,210	+627	+57





The reasons for this decline in the number of manufacturing firms in Boston are complex and can generally be attributed to the following factors:

1. Technological changes resulting in the need for one-level plants which require large tracts of land.
2. The need to be near a skilled labor force which is generally suburban orientated.
3. The increasing reliance upon motor transportation as compared to rail.
4. Tax and other inducements offered by suburban governments.
5. The promotional effort and package deals generally offered by most suburban industrial parks as an inducement to industry.
6. The general congestion and lack of space for parking facilities which usually exists in a central city location.

In addition, as far as new firms are concerned, a new region is generally sufficiently flexible in terms of site orientation so that any number of potential locations could prove equally attractive when viewed in terms of physical characteristics. Such factors as regional access provided by railroad, trucking, air and barge facilities; the availability of an adequate labor supply; the adequacy of utility service; the attractiveness of the residential environment including public schools, services such as libraries; entertainment facilities; and the city, town, and county tax level all influence site selection to some degree.

The extent, therefore, to which any given location within the city of Boston is successful in obtaining industrial firms which have available to them the option of a suburban location, is directly related to the degree to which the city's site can be made competitive with its suburban counterpart and the surrounding environment can be made at least as attractive to any given firm as its suburban alternative. Even then, the personal preference of the person or persons, making the final decision often over-ride one or more of the potential advantages offered by a particular site.

In view of the above factors and past trends, it would be difficult to market industrial sites in Boston to industrial firms which have locational alternatives in suburban sites. There are, however, certain types of firms which do not have the option of a suburban location inasmuch as they require locations that are, generally speaking, found only in central cities. They need such a location because:



1. Many firms require a high proportion of unskilled labor which generally tend to reside in the central city.
2. Many firms cannot afford new industrial space, but depend on the lower rents available in older buildings, such as loft structures which again are usually available only in central cities.
3. Some firms require a central location in order to serve their customers and be served by central city supplies and services.

Success in attracting this type of firm is dependent first on the degree to which a city location fulfills the specific needs of the firm in terms of labor force, rent levels or centralized location and secondly on general environmental factors such as physical attractiveness, parking facilities, traffic congestion, and the supply of suitable sites in other areas of the city.

Thus, the competition provided by the potential availability of industrial land in the city of Boston must be considered. A survey undertaken by the Boston Redevelopment Authority as to available industrial park sites indicates 12 potential sites containing close to 1,000 acres.

Consideration must also be given to industrial land which will become available as a result of other renewal projects in the city. The timing, therefore, of any disposition parcels in a GNRP in relation to other parcels offered on the open market through the urban renewal process will tend to influence its marketability.

In summary, the future absorption rate of industrial land within the Parker Hill-Fenway GNRP cannot, on the basis of past trends, be accurately forecast. Although changes brought about through highway development programs, the urban renewal program and other community action will undoubtedly make Parker Hill-Fenway industrial land more desirable in the future, actual disposition of specific parcels will be dependent upon its advantages relative to other industrial land available both in and outside the city.

Like the manufacturing industry, wholesaling establishments in Boston have also declined, as illustrated below.

#### MERCHANT WHOLESALING ESTABLISHMENTS

	<u>1954</u>	<u>1958</u>	<u>Change 1954-1958</u>	<u>Annual Average Change</u>
Boston SMSA	3,891	4,072	+181	+45
Boston City	2,529	2,498	- 31	- 8
SMSA Outside City	1,362	1,574	+212	+53



The causes of the apparent trend to the suburbs appear to be quite similar to those factors influencing manufacturing industrial location decisions, as discussed previously. In addition, however, the very fact that manufacturing firms are locating in the suburbs, coupled with the tendency of specific types of manufacturing firms to locate in relatively close proximity to one another, tends to attract those wholesalers who specialize in materials used primarily by those manufacturing firms. Conversely, many wholesalers have a definite need for a centralized location. Moreover, not all wholesalers can afford either the land prices or rents predominant in suburban industrial locations and therefore seek out lower rent areas which are generally available only in central cities.

Thus, the ability to attract other non-manufacturing industrial firms to a specific site such as might be available in a GNRP is dependent upon the same factors involved in attracting manufacturing firms.

#### Retail and Retail Service Land Use

The total amount of retail and service space which can be economically justified in any given area is a direct function of population and income. However, in order to determine the need for additional retail facilities within a built up area, such as the GNRB a market analysis must be made for each proposed retail development. Fundamental to such an analysis is the establishment of the trade area.

Any group of commercial facilities draws its patronage from within an area which can be defined and outlined on a map. The size and composition of the trade is dependent upon a number of factors such as:

1. The size and influence of the proposed retail facility.
2. The drawing power of key tenants.
3. Accessibility
4. Physical barriers, and
5. Competitive facilities

Once the trade area is known, the population and its retail expenditure pattern can be used to determine the total sales volume potential available from trade area residents.



Competition both within and outside the trade area must then be measured by estimating effective competition or the dollar volume of sales which the competitive facility will be able to obtain from the trade area residents. The total effective competition is then subtracted from the trade area sales volume potential to arrive at the amount of new facilities warranted.

Thus, while the total space required to serve the residents of a trade area can be determined and can serve as a guide line for planning purposes, the net space addition which could be added to the competitive facilities in any given trade area, must be determined through a market analysis as described above. Moreover, such an approach which requires the measuring of existing competitive facilities, would of necessity require knowledge of the amount of retail space to be demolished or relocated under the urban renewal process in terms of square footage prior to arriving at an estimate of the additions to the retail inventory which could be absorbed.

Therefore, no estimates can be made of the amount of retail space which might be absorbed in a General Neighborhood Renewal Area until such time as knowledge is available concerning the amount of existing retail facilities which will be demolished or relocated either within or outside the GNRP area.

In general it would appear, based on a field survey of the Parker Hill-Fenway GNRP, that the existing inventory of retail and retail service space is comprised of large number of small firms and far exceeds that space which is economically justified. The existence of such a proliferation of relatively small retail firms is a carry-over from the pre-automobile age when the lack of mobility on the part of the population required retail facilities to be located either at or near mass transportation stops or in the immediate vicinity of the population which they served. As the mobility of the population of the trade areas, served by these myriad retail facilities, increased through the automobile ownership, more and more retail sales expenditures, made by the trade area population, were made in shopping centers which could provide parking facilities, a much wider choice of goods and quality and price savings resulting from modern, efficient merchandising methods. As a result, the sales volume levels obtained by the existing small merchants appear to have declined below that point which can provide a return sufficiently high to maintain the physical structure.

The lack of modern retail facilities in the Parker Hill-Fenway GNRP can probably be attributed to the following factors:

1. Lack of population growth in the area needed to provide increased sales volume potential.





2. Per capita income levels lower than the average for the city of Boston, thereby tending to produce a population group which is proportionately less mobile than the average throughout the rest of the city.
3. The deteriorating characteristics of the general area as well as the decline in population which occurred between 1950 and 1960 has probably tended to discourage major convenience type retailers, such as supermarkets from coming into the area.
4. In turn, the very fact that the area is deteriorating, attracts the small merchant who cannot afford the higher rentals normally associated with prime locations or new construction in retail concentrations, thus tending to dilute sales volume levels of existing merchants even further which in turn decreases the sales volume potential available to any new retail development.
5. More profitable opportunities available elsewhere, especially in rapidly growing suburban areas.

Moreover, almost all of the retail and retail service facilities in the Parker Hill-Fenway GNRP are free-standing variety stores which tend to obtain low sales volumes per square foot because of their lack of attraction or specialized quality or proximity to a retail operation which does function as a traffic generator.

Therefore, any new retail facilities which might be warranted by the amount of existing retail and retail service space which is to be cleared or relocated, will have to have the benefit of a nearby traffic generator in order to obtain sales volume levels sufficient to warrant the payment of rent levels required by new construction.

The proximity of the Parker Hill-Fenway GNRP to the Boston central business district, still the strongest retailing concentration in the Boston metropolitan area will, in all probability, preclude the development of a major traffic generator such as a department store in any retail facilities which might be developed in the area. Thus, the only traffic generating stores which appear warranted and feasible from the standpoint of a developer, would be a supermarket. This market would serve as the nucleus of a small neighborhood type convenience retail center which might contain other retail space in proportion to the size of the supermarket, as indicated in the following table.



TYPICAL PROPORTION OF OCCUPANCY  
FOR CONVENIENCE SHOPPING CENTER

<u>Tenant Type</u>	<u>Typical Proportion of Total Center</u>
Food	15-35%
Variety	10-20%
Apparel	0-25%
Hardware	0-15%
Drugs	5-15%
Eating & Drinking	2-7%
Other Retail Stores	5-20%
Service Facilities	5-30%

It should be stressed that the range of the typical proportion of occupancy figures, as indicated, will vary depending on the size of the proposed center. A smaller center will tend to a larger proportion of total floor space devoted to food and services. As the center increases in size, the proportion of space devoted to these facilities would tend to comprise a smaller proportion of the total floor space as apparel and variety space increase. Moreover, care must be taken in the planning of any new retail centers which might be warranted so as to avoid making new retail stores competitively so strong that their presence would accelerate the decline of those retail and retail service facilities remaining in the trade area.

In summary then, it would appear that the amount of new retail and retail service space warranted in the Parker Hill-Fenway GNRP will be directly related to the amount of existing retail and service space which is cleared from the area. Any new facilities developed would require the development of a shopping center with a major tenant of sufficient strength necessary to produce the sales volume levels required to afford new construction rent levels.

It is also important to note that, while demand for new facilities is probably tied directly to that space which is removed from the area, the square footage of the replacement space will not be directly proportional to that removed.



### Commercial Office Land Use

There are two major categories of office space demand; single purpose office buildings wholly tenanted by a single firm or large blocks of space in general commercial space and multi-purpose office buildings generated primarily by professional users such as physicians, attorneys, dentists, accountants, etc. The future office space demand for the single purpose type building is not necessarily related to increases in population or the economic base of a given area. Demand for this type of building is primarily related to management decisions and the individual operations of the various firms. Therefore no forecast can be made on land use required for single purpose office space based on an evaluation of market data.

The opportunity therefore for the development of single purpose office structures in the Parker Hill-Fenway GNRP would depend primarily upon promotional activities which would be aimed at individual management decisions rather than on natural growth which would be the outcome of economic expansion in general.

Future demand for multi-purpose office space is closely related to population growth in that as the population increases a corresponding increase in the professional groups will be necessary to serve the additional population. Professional buildings such as clinics are counted as multi-purpose office space in an analysis such as this as their development and occupancy is dependent upon the individual tenancy and individual professional people rather than persons employed by a single firm such as would be found in a headquarters building of a major corporation.

Although no information is currently available concerning the number of professional people practicing in the Parker Hill-Fenway GNRP, it would appear, based on a field survey of the area made by this company, that the ratio of medically orientated professional people practicing within the area is considerably higher than the ratio for the entire metropolitan area; while the ratio of lawyers, accountants, etc. would appear to be lower than that for the metropolitan area as a whole. This situation appears to stem from two locational factors generally associated with the professions; professional people prefer locations near institutions connected with or associated with their professions and the tendency for professional people to locate in middle and upper-middle neighborhoods out of economic considerations.

Thus a higher than average ratio of medical people to population appears to be based on the existence of the large number of hospitals and medical institutions located within the Parker Hill-Fenway GNRP while the apparently low ratio of other professional people such as lawyers and accountants



would appear to stem from the lack of institutions in the area associated with these latter two professions as well as the relatively low economic characteristics of the GNRP population.

Thus, the demand for multi-purpose office space which can usually be forecast with reasonable accuracy on the basis of projected population increases cannot, in the Parker Hill-Fenway GNRP, be determined because (1) the number of professional people residing within and practicing out of locations within the area does not accurately reflect the number which are most probably serving the area's population; (2) population in the area will rise only slightly over the next 15 years.

However, in general it is believed that one or two professional buildings could be developed and marketed in the Parker Hill-Fenway GNRP. This estimate is based on the existence of a large number of medical institutions within the GNRP as well as the relatively large number of conversions of private residences into professional office use which has and is occurring in the GNRP.

Potential tenants for such space would probably come from the following sources:

1. Through relocation; By increasing the attractiveness of the general neighborhood and providing modern space with the accompanying amenities a number of professional persons from other areas of the city would probably relocate to the Parker Hill-Fenway area.
2. Through zoning changes; possible changes in the zoning ordinance prohibiting future conversion of private homes into professional office uses would over time result in an increase in the demand for specially designed professional space.
3. Through the urban renewal process; to the extent that space currently used for professional offices in the area is demolished the professional occupants would probably prefer to relocate within the area.

#### Other Commercial Land Uses

Other commercial opportunities such as theaters, hotels and commercial recreation facilities do not appear to be feasible re-uses in the Parker Hill-Fenway GNRP. The area's proximity to the Boston central business district, the population characteristics of GNRP residents and the existence of such facilities already in the area all tend to mitigate against development of any additional hotel, theater or commercial recreation facilities in the Parker Hill-Fenway GNRP area.

However, if a developer comes forward with a proposal for developing such facilities, space for the development should certainly be planned.















